

Executive Registry
77-19312
DD/A Registry
77-0752

9 February 1977

MEMORANDUM FOR: See Distribution

SUBJECT: Draft Regulation on Official Reception and Representation Expenses

1. Attached at Tab A is a draft of a proposed regulation to govern the expenditure of appropriated funds for official entertainment. The line item in the Agency's budget which identified the need for and secured the approval of these expenditures states:

Resources required for the Office of the Director support those activities under his direct control and provide not more than \$16 thousand for official reception and representation expenses, including the expenses of cooperating US Government officials and private US citizens at meetings concerned with the official functions of the Central Intelligence Agency.

2. The Agency's current policy on this subject is contained in a memorandum from the DCI dated 17 May 1976 (Tab B). The proposed regulation would make the following changes:


a. Prohibition of the expenditure of appropriated funds for functions or activities attended solely by Agency personnel.

b. Provision of authority for the expenditure of appropriated funds in the field on behalf of named categories of US citizens.

c. Provision of authority for the payment of expenses of Agency personnel who attend authorized functions or activities.

d. Establishment of criteria by which the authorization of expenditures is to be judged by senior Agency officials.

3. The attached draft has been discussed informally with the DDA and has been approved in principle by the A/DCI. Your comment and/or concurrence is requested by 16 February.


Assistant to the Deputy Director

STATINTL

SUBJECT: Draft Regulation on Official Reception and Representation
Expenses

Distribution:

DDA
DDO
DDI
DDSGT
D/DCI/NI
Comptroller
General Counsel
Legislative Counsel
Inspector General
Asst/DCI (Mr. Falkiewicz)
Executive Secretary
D/EEO
AO/DCI

STATINTL

Approved For Release 2002/01/08 : CIA-RDP80-00473A000300060037-7

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OFFICIAL RECEPTION AND REPRESENTATION EXPENSES

A. Purpose

This regulation prescribes criteria and procedures for the payment of Official Reception and Representation Expenses incurred by the Office of the Director of Central Intelligence and components under his control, including expenses of cooperating U.S. Government officials and private U.S. citizens at meetings concerned with the official functions of the Central Intelligence Agency. It does not cover operational entertainment in the United States or overseas which is authorized by

B. Definitions

1. Official Reception and Representation Expenses -- Direct costs incurred to extend courtesies and amenities to designated officials and persons who can aid or facilitate accomplishment of the DCI's duties and responsibilities.

2. Courtesies and Amenities -- Activities which manifest respect and consideration and are conducive to comfort, convenience and the establishment of personal relationships; they include, but are not limited to, receptions, breakfasts, luncheons and dinners.

3. Senior Agency Officials -- The DCI, DDCI, Deputy to the Director for National Intelligence, Deputy and Associate Deputy Directors

for Operations, Administration, Intelligence and Science and Technology, heads of independent offices, the A/DCI (Media), and those Chiefs of Station designated by the Director of Central Intelligence.

4. Designated Officials and Persons --

a. Foreign Officials or foreign private citizens determined by a senior Agency official to be entitled to the extension of courtesies and amenities.

b. U.S. Government Officials -- Civilian officials at an executive pay level or in GS Grade 17 or above or equivalent grade or position, military officers of equivalent rank or position, Members of Congress and Staff Directors of Congressional committees or subcommittees.

c. State and Local Government Officials and U.S. Private Citizens, including members of the news media, determined by a senior Agency official to be entitled to the extension of courtesies and amenities.

5. Host -- The Agency official present who extends the courtesies and amenities to a designated official or person.

6. Sponsor -- The Agency official who requests and/or arranges the extension of courtesies and amenities.

C. POLICY

It is the policy of the Director of Central Intelligence that the expenditure of funds appropriated for official reception and representation expenses is authorized on behalf of a designated official or person to

provide an atmosphere through the extension of courtesies and amenities that will further or facilitate accomplishment of the Director's duties and responsibilities. The payment of expenses for functions and activities on behalf of a designated official and those in his or her party, as well as Agency personnel invited to attend, is appropriate and will be approved by the Executive Secretary under the following criteria:

1. The Activity or function must be authorized by a senior Agency official.
2. At least one guest must be a designated official or person.
3. The primary purpose of the function or activity must be to establish or promote a relationship which will further or facilitate accomplishment of the Director's duties and responsibilities:
 - a. In this regard, payment is not authorized for any expenses incurred in the conduct of routine business or meetings except as expressly authorized in this paragraph. Whether the conduct of business or meetings is routine depends on its frequency, the reason for its occurrence, and the nature of the business or subject matter discussed. For example, regularly scheduled interagency meetings are routine for purposes of this regulation while infrequent meetings with Members of Congress or the Cabinet at CIA Headquarters are not.

b. If requested by a senior Agency official, the payment of expenses is authorized for light refreshments, such as non-alcoholic drinks and donuts, at interagency meetings attended by a designated official or person, or at retirement or awards ceremonies or special conferences attended by primarily non-Agency personnel.

4. Payment is authorized for official representation and reception expenses incurred in the field, subject to the conditions outlined in this regulation, for functions or activities on behalf of a designated official or person in categories B4(b) and (c) only. Operational entertainment in the field will continue to be handled under other authority (see Paragraph A).

5. The payment of expenses is not authorized for functions or activities attended solely by Agency employees or individuals whose services are funded in whole or in part by the CIA or one of its proprietaries, or for whose service CIA reimburses another Government agency or private organization.

6. The authorization required by C1 and the determinations made under B4(a) and (c), as required by C2, may not be delegated.

D. PROCEDURES

1. Annually, as a part of the budget planning effort, each Deputy Director and independent office head will provide the Administrative Officer of the DCI an estimate of the amount of money needed by his organization in the budget year for the purposes set forth herein. Any significant increases in the cost incurred in the current year will be fully explained. The consolidated Agency estimates will be incorporated in the budget estimate of the O/DCI.

2. Upon receipt of the allotment from the Comptroller at the beginning of each fiscal year, the AO/DCI will advise each Deputy Director of his proportionate share of these funds for planning purposes and will maintain records to account for the drawdown of funds by Directorate or independent office during the year. AO/DCI is authorized to reallocate these funds among Directorates and independent offices if actual expenditure rates deviate sufficiently to justify such action.

3. Expenditures will be authorized and recorded in the following manner:

a. All expenditures will be charged to a DCI FAN account established for this purpose.

b. When a senior Agency official concludes that the expenditure of Government funds is appropriate in accordance with the criteria established in Section C, Policy, above,

and the estimated cost exceeds \$50.00, he will initiate a request (form attached) for certification of the availability of funds and approval of the function through the AO/DCI (for certification of availability of funds), to the Executive Secretary, DCI, who is designated the single senior officer delegated the authority to approve these expenditures on behalf of the DCI.

c. Functions or activities which meet the criteria prescribed in Section C, above, but whose estimated cost is less than \$50.00 do not require certification of the availability of funds nor the Executive Secretary's advance approval.

d. In each instance the sponsor (who may or may not be the host) of the function will assume responsibility for the payment of the costs incurred. The sponsor may claim reimbursement by submitting Form 264 with the authorization form attached to the AO/DCI or may request an advance by submitting Form 281 with the authorization form attached to the AO/DCI. Claims or advances for functions exceeding \$50.00 will be handled individually. Individual claims for functions costing less than \$50.00 may be submitted to the AO/DCI collectively provided the total does not exceed \$100.00.

4. The AO/DCI shall submit quarterly reports through the Executive Secretariat to the DDCI on the expenditures authorized

herein. Such Reports shall reflect expenditures by major component and independent office at Headquarters [REDACTED] and Foreign field stations. Such reports shall also reflect and explain any deviations from the provisions of this regulation.

STATINTL

MEMORANDUM FOR: Executive Secretary

THROUGH : Deputy Director, _____ (if appropriate)
Administrative Officer, DCI

SUBJECT : Request for Approval to Incur Expenses
Under HR -

1. Approval is requested to incur expenses allowed under
HR _____.

2. I believe the expenditure of appropriated funds is
authorized under HR _____ for the costs for (reception, meals,
coffee, _____ on _____ for the purpose
(other) (date)
of _____.

3. Senior government officials present including their grade,
title and unit affiliation will be:

4. Other U.S. Government employees present will be:

5. Non-U.S. Government officials present will be:

6. I certify that the attendance of a designated official or person has been requested and that the function will further or facilitate accomplishment of the DCI's duties and responsibilities.

7. The estimated cost of this function is _____.

(Requestor)

APPROVED:

Deputy Director, _____

I certify the availability of funds in the amount indicated in Paragraph 7.

Administrative Officer, DCI

APPROVED:

Executive Secretary

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B

Approved For Release 2002/01/08 : CIA-RDP80-00473A000300060037-7

76-7613/3

MEMORANDUM FOR: See Distribution

FROM : George Bush
Director of Central Intelligence

SUBJECT : Official Reception and Representation
Expenses at Headquarters and Domestic
Facilities

REFERENCE : Memo for Multiple Adses. from DCI, dtd
1 April 1976; Subj: Official Reception
and Representation Expenses at Headquarters

1. In view of the authorization contained in the FY 1976 budget appropriation, the referent is rescinded and the following policy pertaining to the expenditure of U.S. Government funds for official reception and representation purposes at Headquarters and domestic facilities is substituted therefor:

a. Appropriated funds may be used for official reception and representation expenses; including the expenses of cooperating U.S. Government officials at meetings concerned with the official functions of the Central Intelligence Agency. Agency employees in attendance at such meetings will normally be expected to pay for meals served to them. When a Deputy Director determines that this would be inappropriate and that the employees should be reimbursed for expenses incident to their attendance, the reason therefor must be stated on the voucher.

b. A Deputy Director or Independent Office Head is authorized to certify claims for reimbursement of expenses incurred for official reception and representation purposes and to submit these claims (in the format attached) to the Executive Secretary who is designated the single senior official who may approve the vouchers for payment or reimbursement. Since the burden should be a limited one, these responsibilities will be exercised without further delegation.

ADMINISTRATIVE - INTERNAL USE ONLY

c. As a general policy the payment of expenses incurred for reception and representation purposes at functions attended solely by individuals whose services are funded by the Central Intelligence Agency, or by one of its proprietary organizations or for whose services the CIA reimburses another agency, will not be authorized. There may, however, in the view of a Deputy Director or an Independent Office Head, be unusual circumstances justifying an exception. Such an exception shall require the prior approval of the Director.

d. Due to a specific limitation on the total amount of money authorized for "official reception and representation expenses," funds for these purposes are included in the O/DCI budget and all such expenditures will be costed to the DCI Imprest Fund.

2. The foregoing policy and procedures do not apply to representation expenses incurred at overseas field stations for operational purposes involving non U.S. Government employees. Existing authorities governing these kinds of activities have not been modified.

3. Funds appropriated for the purpose of reception and representation expenses are limited. It is expected that Deputy Directors and Heads of Independent Offices will scrutinize each request to assure that the need for incurring such an expense is justified and that a benefit to the U.S. Government is derived.

/s/ George Bush

George Bush

Attachments

- A. Memorandum Format
- B. Voucher Format

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Official Reception and Representation Expenses

A. Purpose

(add) "It does not cover operational entertainment, in this country or overseas, conducted [REDACTED]"

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B.4.b. U.S. Government Officials

I note under the heading "U.S. Government Officials" there is included "and members of the news media". It would seem to me the news media people more properly belong under B.4.c., "State and Local Government Official and U.S. Private Citizens."

C.1.

Should not the word approved be replaced by "authorized?"

C.3.b.

Can this not somehow be extended so at least we may continue to serve coffee at such time as we have other governmental groups in for one-day courses, seminars, etc. I make reference to the one-day Foreign Service Officers Course and the one-day DIA/JCS Course.

C.4.

If the recommended additional language under "A. Purpose" is added then the last sentence of C.4. can be deleted.

Paragraph 6.

You have here perhaps the most knotty and involved administrative issue. In lieu of having all the vouchers and T&A's from the field flow into here for the approval of

the Executive Secretary, the system would seem to make so much better sense if the Chiefs of Station were authorized, under the strictures of paragraph B.4., to conduct the official reception and representational activity. The vouchers would then be normally processed and adherence to the strictures could be normally enforced by the audit procedures. In order to accomplish this, each Chief of Station probably would have to be given a specific allotment but that is the current situation today. In this connection you might make reference to Headquarters Regulation [REDACTED]

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Ref: DDA 77-0464 - Note to DDA fr Asst to A/DCI [REDACTED] dtd
26 Jan 77, Same Subject

CENTRAL INTELLIGENCE AGENCY

Executive Registry

77-3223/1

OFFICE OF THE DEPUTY DIRECTOR

DDA 77-0464

26 January 1977

NOTE FOR: DDA

1. Per your request. The draft regulation is an attempt to establish a self-executing system which does not continually require exceptions by the DCI or DDCI.

2. The A/DCI suggested that I send it to the Comptroller and ask that he put it on the EAG agenda. However, in light of the EAG's crowded schedule and the current uncertainty concerning the A/DCI's availability, what would you think about submission of the draft to the Regulations Control Branch to start the coordination process as an Agency regulation?



A/DCI

Attachment
Draft Reg

STATINTL

OFFICIAL RECEPTION AND REPRESENTATION EXPENSES

A. Purpose

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B. Definitions

1. Official Reception and Representation Expenses -- Direct costs incurred to extend courtesies and amenities to designated officials and persons who can aid or facilitate accomplishment of the DCI's duties and responsibilities.

2. Courtesies and Amenities -- Activities which manifest respect and consideration and are conducive to comfort, convenience and the establishment of personal relationships; they include, but are not limited to, receptions, breakfasts, luncheons and dinners.

3. Senior Agency Officials -- The DCI, DDCI, Deputy and Associate Deputy to the Director for the Intelligence Community, Deputy to the Director for National Intelligence, Deputy and Associate Deputy Directors for Operations, Administration, Intelligence and Science and Technology, heads of independent offices, and A/DCI (Media).

4. Designated Officials and Persons --

a. Foreign Officials or foreign private citizens determined by a senior Agency official to be entitled to the extension of courtesies and amenities.

b. U.S. Government Officials -- Civilian officials at an executive pay level or in GS Grade 17 or above or equivalent grade or position, military officers of equivalent rank or position, Members of Congress and Staff Directors of Congressional committees or Subcommittees, (and members of the news media.)

c. State and Local Government Officials and U.S. Private Citizens determined by a senior Agency official to be entitled to the extension of courtesies and amenities.

5. Host -- The Agency official present who extends the courtesies and amenities to a designated official or person.

6. Sponsor -- The Agency official who requests and/or arranges the extension of courtesies and amenities.

C. POLICY

It is the policy of the Director of Central Intelligence that the expenditure of funds appropriated for official reception and representation expenses is authorized on behalf of a designated official or person to provide an atmosphere through the extension of courtesies and amenities that will further or facilitate accomplishment of the Director's duties and responsibilities. The payment of expenses for functions and activities on behalf of a designated official and those in his or her

party, as well as Agency personnel invited to attend, is appropriate and will be approved by the Executive Secretary under the following criteria:

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1. The activity or function must be approved by a senior Agency official.
2. At least one guest must be a designated official or person.
3. The primary purpose of the function or activity must be to establish or promote a relationship which will further or facilitate accomplishment of the Director's duties and responsibilities.

a. In this regard, payment is not authorized for any expenses incurred in the conduct of routine business or meetings except as expressly authorized in this paragraph. Whether the conduct of business or meetings is routine depends on its frequency, the reason for its occurrence, and the nature of the business or subject matter discussed. For example, regularly scheduled interagency meetings are routine for purposes of this regulation while infrequent meetings with Members of Congress or the Cabinet at CIA Headquarters are not.

b. If requested by a senior Agency official, the payment of expenses is authorized for light refreshments, such as non-alcoholic drinks and donuts, at interagency meetings attended by a designated official or person, or at retirement or awards ceremonies.

4. Payment is authorized for official representation and reception expenses incurred in the field, subject to the conditions outlined in this regulation, for functions or activities on behalf of a designated official or person in categories B4(b) and (c) only. Expenses incurred in the field on behalf of foreign officials or foreign private citizens will continue to be handled under other authority [REDACTED] ✓

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5. The payment of expenses is not authorized for functions or activities attended solely by Agency employees or individuals whose services are funded in whole or in part by the CIA or one of its proprietaries, or for whose service CIA reimburses another Government agency or private organization.

6. The approval required by C1 and the determinations authorized by B4(a) and (c) and required by C2 may not be delegated.

D. PROCEDURES

1. Annually, as a part of the budget planning effort, each Deputy Director and independent office head will provide the Administrative Officer of the DCI an estimate of the amount of money needed by his organization in the budget year for the purposes set forth herein. Any significant increases in the cost incurred in the current year will be fully explained. The consolidated Agency estimates will be incorporated in the budget estimate of the O/DCI.

2. Upon receipt of the allotment from the Comptroller at the beginning of each fiscal year, the AO/DCI will advise each Deputy Director of his proportionate share of these funds for planning purposes and will maintain records to account for the drawdown of funds by Directorate or independent office during the year. AO/DCI is authorized to reallocate these funds among Directorates and independent offices if actual expenditure rates deviate sufficiently to justify such action.

3. Expenditures will be authorized and recorded in the following manner:

a. All expenditures will be charged to a DCI FAN account established for this purpose.

b. When a senior Agency official concludes that the expenditure of Government funds is appropriate in accordance with the criteria established in Section C, Policy, above, and the estimated cost exceeds \$50.00, he will initiate a request (form attached) for certification of the availability of funds and approval of the function through the AO/DCI (for certification of availability of funds), to the Executive Secretary, DCI, who is designated the single senior officer delegated the authority to approve these expenditures on behalf of the DCI.

c. Functions or activities which meet the criteria prescribed in Section C, above, but whose estimated cost is

than \$50.00 do not require certification of the availability of funds nor the Executive Secretary's advance approval.

d. In each instance the sponsor (who may or may not be the host) of the function will assume responsibility for the payment of the costs incurred. The sponsor may claim reimbursement by submitting Form 264 with the authorization form attached to the AO/DCI or may request an advance by submitting Form 281 with the authorization form attached to the AO/DCI. Claims or advances for functions exceeding \$50.00 will be handled individually. Individual claims for functions costing less than \$50.00 may be submitted to the AO/DCI collectively provided the total does not exceed \$100.00.

4. The AO/DCI shall submit quarterly reports through the Executive Secretariat to the DDCI on the expenditures authorized herein. Such reports shall reflect expenditures by major component and independent office at Headquarters [REDACTED] and Foreign field stations. Such reports shall also reflect and explain any instances of non-compliance with this regulation.

STATINTL

MEMORANDUM FOR: Executive Secretary

THROUGH : Deputy Director, _____ (if appropriate)
Administrative Officer, DCI

SUBJECT : Request for Approval to Incur Expenses
Under HR -

1. Approval is requested to incur expenses allowed under
HR _____.

2. I believe the expenditure of appropriated funds is
authorized under HR _____ for the costs for (reception, meals,
coffee, _____ on _____ for the purpose
(other) (date)
of _____.

3. Senior government officials present including their grade,
title and unit affiliation will be:

4. Other U.S. Government employees present will be:

5. Non-U.S. Government officials present will be:

6. I certify that the attendance of a designated official or person has been requested and that the function will further or facilitate accomplishment of the DCI's duties and responsibilities.

7. The estimated cost of this function is _____.

(Requestor)

APPROVED:

Deputy Director, _____

I certify the availability of funds in the amount indicated in Paragraph 7.

Administrative Officer, DCI

APPROVED:

Executive Secretary

1. Re the covering memo of 13 January, paragraph 3 discusses the present authority for a Chief of Station to arrange entertainment for Agency employees exclusively when necessary to enable an Associate Deputy Director or higher to meet the Agency employees, and sometimes spouses, under secure circumstances. This authority is rarely used because officers at this level don't travel that much. The last time was when Mr. Bush and Mr. Wells went to Europe. The authority has existed in one form or another for 20 years, but the present delegation was signed by Mr. Colby in a book dispatch. It would be difficult to expect a COS not to entertain visitors at this level, but it would be a financial burden if the COS has to pay for it himself. The Directorate of Operations is the area primarily involved. The memo states that the DDCI agrees that the authority should be cancelled, but I do not believe that has happened yet. This should be discussed with Mr. Wells and Mr. Shackley.

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2. Re the memo of 7 January 1976. In paragraph 3 there are two sentences, beginning on line 5, which state that field stations have to resort to other authorities to entertain U.S. officials such as traveling Congressmen, etc. There is no other authority. That is why the DDO asked the DDCI to approve the book dispatch. At the present time a COS has to pay for the entertainment himself if he arranges it. The existing authority does not cover overseas stations.

memorandums do not draw a clear enough distinction between "official receptions" and "operational entertainment," whether in this country or overseas. The regulation, as written, could be interpreted to bring all ~~operational~~ entertainment involving U.S. citizens into the "official reception" category, which could create a great deal of confusion. On page 4, paragraph 4, the second sentence excludes certain types of operational entertainment which is to be handled [REDACTED] but only (a) foreign 25X1A officials, and (b) foreign private citizens, who are (c) entertained in the field. This is too narrow. I think that a clarification could be included ^{as} ~~in~~ a final sentence under paragraph A, "Purpose" on the first page of the regulation, "It does not cover operational entertainment, in this country or overseas, conducted [REDACTED] When the EAG votes on this they should understand that there is operational entertainment involving U.S. citizens, in this country and overseas, which is outside that contemplated in the discussion of "official receptions." George 25X1A [REDACTED] phoned me about this, and I confirmed to him that [REDACTED] was broad enough to take care of the DDO requirements, but the wording of this regulation would restrict the application of 25X1A [REDACTED] to a very limited area.

4. D/O accepts the fact that the budgetary ceiling of \$16,000 applies to official receptions, including the entertainment of U.S. Government employees exclusively. Thus, the

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limitation applies to (a) all official receptions, (b) entertain-
ment of cooperating officials of other U.S. Government agencies,
and possibly (c) entertainment of Agency employees whenever this
is authorized. There is presently no internal authority under
which (b) above can be authorized overseas, and that is basically
what Mr. Wells is looking for. He has agreed that the D/O is
willing to fund separately for that type of entertainment if it
is approved, or the D/O is willing to abide by the \$16,000
limitation (or whatever limitation may be established in future
budgets). Either way is acceptable. However, the OGC rulings
did not apply to the entertainment of ^{ALL} private U.S. citizens
~~anywhere~~, and if we fold that into the interpretation it is going
to be very difficult.

5. Any statement of policy on entertainment is going to
have to be very specific to facilitate the processing of the
vouchers through the approving and certifying officers. Key
questions the EAG must answer:

a. Do we continue to reimburse a COS for expenses
involved in entertaining Associate Deputy Directors or
higher, with attendance limited to Agency employees
exclusively, when necessary to enable the visiting
official to meet employees under secure conditions?
If the EAG agrees, no change in procedures is necessary,

although the present authority is in the form of a
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book dispatch signed by Mr. Colby as DCI. The program
is tightly managed, careful records are kept, and the
accounting treatment can be adjusted so that the costs
are charged to a single centralized account if this is
desirable. At the present time they are not charged
to this centralized account. These costs have never
been regarded as "official reception" expenses. Such
a change would pose no problem.

b. Should we authorize entertainment overseas of
cooperating officials of other government agencies, in
the same way that we now authorize the entertainment of
the same officials in the U.S.?? If so, the book dispatch
proposed by Mr. Wells would provide the necessary authority
and procedural instructions. [REDACTED] and Mr. Evans
have agreed that they should not be involved in process-25X1A
ing vouchers of overseas entertainment, although they
handle all vouchers for domestic "official receptions."
The proposed book dispatch would make the DDO the approv-
ing official, but all costs would be charged to the same
account for financial control purposes. If the new pro-
posed reg ^{COVERS} ~~addresses~~ the overseas portion, the procedural
questions must be considered. As written, it would require
Ben Evans to approve overseas expenditures also.

c. Do we recognize that there is frequently opera-
tional entertainment of private U.S. citizens in the U.S.

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and overseas which should not be classified as "official reception" expenses??? If so, this type of entertainment should be excluded from the proposed reg. See para 3, above.

6. Page 4, para. 4b.

PEREZ a. Question whether members of the news media should be classified as "U.S. Government officials."

[REDACTED]

25X1A

25X1A

[REDACTED] In the same sentence we find the term "representation." I think we should avoid language which could link "representation" and "official receptions" since there are technical distinctions which make them two entirely different things.